DOCUMENT RESUME

ED 072 229 VT 018 673

TITLE	A History of Manpower Development Training in Tennessee, 1962-1969.
INSTITUTION	Tennessee State Board for Vocational Education, Nashville, Manpower Development Training.
PUB DATE	[69]
NOTE	52p.
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	Federal Legislation; Historical Reviews; *Job Training; *Manpower Development; *State Programs; *Vocational Training Centers
IDENTIFIERS	Manpower Development and Training Act; *Tennessee

ABSTRACT

This brief history of the Tennessee Manpower Development Training Program for the years 1962-1969 presents information about the enabling legislation, project planning, training programs, staff, and monies expended. Training projects, staff profiles, and equipment and facilities used are provided to help document the background and development of the Tennessee program. Program evaluation indicates that the goal of employability was reached, especially as the majority of trainees entered training-related employment. (MF)

012-00029
03-69-008C

ED 072229

A HISTORY OF MANPOWER DEVELOPMENT TRAINING IN TENNESSEE

1962 - 1969

VT018673

Tennessee
State Board for Vocational Education
Nashville 37219

ED 072229

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

A HISTORY

OF

MANPOWER DEVELOPMENT TRAINING

IN

TENNESSEE

1962-1969

Administered
by
The State Board for Vocational Education
through the
Division of Vocational-Technical Education
Manpower Development Training
205 Cordell Hull Building
Nashville 37219

PREFACE

This History of Manpower Development and Training in Tennessee was written as the direct result of need, and in response to requests for a record of program progress from its inception in 1962.

Since the twin goals of MDT have been to sustain and strengthen the economy, and to improve the well-being of individuals through skill training to supply the labor market, benefits to the industrial and general prosperity of the State and Nation have been considerable. In Tennessee MDT has followed through objectively to accomplish these goals, and this book has been written to chronicle the background and development of the program.

In addition to helping overall economic and industrial progress, MDT has made some major contributions to Vocational-Technical Education as its services are used in relation to the activities of the State's existing and incoming industries. Occupational training for the needy and prospects of broadened vocational training programs for all groups have been encouraged by experience gained through the MDT positive attack on recurring problems of unemployment.

Action has rewarded the individual with training, a job, and a paycheck; the worker's family with opportunities and prospect of a richer, fuller life; and society through decreased joblessness, fewer welfare recipients, and more taxpayers. MDT has helped promote the American dream--a dream of learning, earning, and developing an independent life. Jobs are a measure of MDT success, and show the extent of program accomplishment more fully than any other standard of judgment.

This brief history deals with the past six years of the Tennessee Manpower Development Training (MDT) program. Much has been accomplished, but much remains to be done in the future in the effort to give all the privilege of earning a living. MDT is a major instrument in the drive ahead to add to the productive strength of Tennessee and the Nation through this means.

Though written primarily for use in Tennessee, this book is available upon request to the Vocational Curriculum Laboratory, 314 North Walnut St., Murfreesboro, Tennessee, 37130.

Charlie M. Dunn, Assistant Commissioner
Vocational-Technical Education

Henry A. Kennon, Director
Manpower Development Training

ACKNOWLEDGMENTS

The History of Manpower Development Training in Tennessee was researched, organized, and written by Mrs. Frances S. McDonough, Tennessee MDT Supervisor of Curriculum Development. Official files, reports, and bulletins were made available as source material.

The State MDT Staff furnished materials and were generous in the suggestion and recall of factual information desired. In addition, statistics were made available by the MDT and Vocational-Technical Education fiscal office to offer points of comparison. Others who kindly assisted included Mr. Charles R. Hale, formerly Tennessee MDT Assistant Director, and Mrs. Ellen W. Ellis, Supervisor of the Harriman MDT School.

Sincere appreciation is expressed to each one who contributed in any way to this historical record of the Tennessee MDT program. Hopefully, it will provide background and factual information of interest and value.

TABLE OF CONTENTS

PREFACE i

ACKNOWLEDGMENTS ii

CONTENTS iii

CHAPTER I. Introduction 1

Area Redevelopment Act 1
Manpower Development Training Act 4

CHAPTER II. Growth and Development of MDTA 6

1963 Amendments 6
1965 Amendments 7
1966 Amendments 7
Cooperative Area Manpower Planning System (CAMPS) 8

CHAPTER III. Project Planning, Funding, and Cost 10

CHAPTER IV. Training Programs 16

The Role of Vocational Education in MDT. 16
Types and Kinds of Training Projects 17
Purpose of Training Programs 22
The Trainee 23
Occupational Offerings 23
Facilities 25
Equipment 25
Training in Private Schools. 26

CHAPTER V. Staff 27

State Staff 27
Local MDT Staffs 28
State Staff Job Profiles. 29

CHAPTER VI. Supervision and Instructional Assistance 32

CHAPTER VII. Program Evaluation 40

CHAPTER I.

INTRODUCTION

In order to relate the story of Manpower Development Training in Tennessee, it is necessary to understand the conditions which made the Act necessary and the immediacy of need for it.

For over fifty years the Federal Government had evidenced concern for vocational education and some forms of occupational training. Passed in 1917, the Smith-Hughes Act was the earliest effort in this direction and resulted from effects of World Wa I, at least in part. In 1929, the George-Reed Act increased aid to the states in the fields of agriculture and home economics. However, in 1934, it was replaced by the George-Elzey Act which added to the provisions of the Smith-Hughes Act, and broadened the services of Vocational Education. Two years later, in 1936, the George-Dean Act, authorizing Distributive Education, more or less replaced the support of the George-Elzey Act.

The next several years saw the passage of several acts for War Production Training which provided for high pressure training of a war-related nature. Then, in 1946, the George-Barden Act further added to provisions of the Smith-Hughes Act, broadened the services of Vocational Education, provided for reimbursements of salaries, and established features even now an intergral part of Vocational-Education.

Area Redevelopment Act

During the decade, 1950-60, the economy began to change, industrialization increased, and automation together with out-migration and other factors caused an enlarging pool of unemployed individuals. Due to out migration to centralized industrial areas, many sections of the country became known by the term "depressed areas." In these localities, living conditions and the plight of the people became of such national concern that on May 1, 1961, Public Law 87-27, known as the Area Redevelopment Act (ARA), later changed to Rural Area Redevelopment (RAR), was enacted.

The Area Redevelopment Act of 1961 pioneered in the redevelopment of low income areas and areas of persistent unemployment and underemployment through establishment of industrial plants. Occupational training was provided for these plants as a major effort to reduce out-migration from the rural areas.

The purpose of the ARA was to assist areas which suffered from unemployment, low income, and were otherwise underdeveloped and in need of aid to become a part of the economic well-being enjoyed in other parts of the nation. In other words, areas which needed to develop and improve their economic conditions could do so through a program of self-help.

Just how did Tennessee communities benefit from ARA? Due to varying conditions

in each county and to the requirements of the program--specifically, need--each community committee, after a hard look to determine how to develop and improve their economic situation, submitted an Overall Economic Development plan (OEDP) to Washington for review, acceptance, and action. Training requested in occupational areas for which Employment Security was able to supply applicants was then turned over to the Division of Vocational-Technical Education which provided skill training and related knowledge to the number of unemployed people required to meet the demand of the project proposal. As individuals became employable, Employment Security followed through with placement. All this, at no cost to the county, was 100% reimbursed by the Federal Government. Training allowances paid by Employment Security were provided for enrollees who qualified for subsistence.

Under the provisions of the Area Redevelopment Act of 1961, the first training and retraining program in the southeast was conducted in the Appalachian area of East Tennessee in Campbell and Claiborne counties. These were two of some forty Tennessee counties designated as "Redevelopment Areas", making them eligible for assistance from a number of provisions under the ARA. Hard hit by shifting job opportunities, technological changes, and out-migration, these counties had become pockets of unemployment with few means and resources to help themselves. Self-help became a foundation stone of ARA since it was a local community effort to improve local conditions, to create new job openings, to develop old and establish new business efforts, and to improve the community climate as a base for the establishment of new industry.

Initially, Redevelopment counties in Tennessee included those listed in the following areas:

Knoxville Area--Campbell, Claiborne, Grainger, Hancock, Knox, Sevier and Union
Sequatchie Valley Area--Bledsoe, Grundy, Marion, Sequatchie, Van Buren
Harriman Area--Cumberland, Fentress, Morgan, Rhea, Roane, Scott
Cookeville Area--Clay, DeKalb, Jackson, Macon, Overton, Pickett, Putnam, and White
Savannah Area--Decatur, Fayette, Hardin, Hardeman, McNairy, and Wayne
Also--Robertson, and Greene Counties

As the economic picture improved locally, some counties were dropped from ARA (RAR). Of these, currently, (July 1, 1968), Knox, Marion, Sequatchie, Roane, Putnam, Decatur, and Robertson counties no longer qualify as RAR counties. However, some other counties have been added to the list, namely Cocke, Haywood, Hickman, Humphreys, Johnson, Lauderdale, Meigs, Perry, Sevier, and Stewart, to offer their citizens a program of self-help to improve their economy.

Originally designed to offer quick input to the local labor market, training programs could be of from two to sixteen weeks duration. For some occupational areas, this maximum training period proved to be too short a time to bring skills to the level required for entry employability, and later was lengthened to more realistic periods under MDT. Areas in which training has been offered in Tennessee ARA (RAR) counties to date include:

Auto Body Repair
Auto Mechanic
Machine tool operator
Radio-TV service
Welder Combination
Millman Woodworking
Farm Machinery
Farm Equipment Repairman
Farmer General
Key Punch Duplicator
General Office Clerk
Stenographer
Bookkeeping
Electrical Applicance Repair
Nurse Aide
Upholsterer
Waitress
Metal Forming
Wood Forming
Fiber Working
Wood Turner
Housekeeper (Hotel and Restaurant)
Small Gas Engine Mechanic
Small Engine Repairman

Approximately twenty-five of the Tennessee counties eligible under ARA (RAR) took advantage of the training and/or retraining portion of the Act. All Tennessee RAR projects have been of the single occupation institutional training type except the recent rural CEPS program. Nearly all were sponsored by one county but drew enrollees from surrounding counties if Employment Security referred persons eligible for and interested in training in a particular occupational area.

The Public Works and Economic Development Act of 1965 offered an even greater opportunity for ARA training by emphasizing multi-county redevelopment, the designation of multistate regions, and the establishment of regional planning for groups of States with similar or common geographical, cultural, historical, or economic relationships. Though Tennessee was not listed in any of the five multistate regions designated, it was included in the integrated program involving the Federal Government and the twelve states in Appalachia. Included also were portions of Alabama, Georgia, South Carolina, North Carolina, Virginia, Kentucky, Maryland, Pennsylvania, and New York, and the entire state of West Virginia. Appalachia, separately designated because it was recognized as the largest single contiguous area of poverty in the Nation, was predominately rural, and markedly exhibited the many aspects of rural poverty. In addition, many parts of Appalachia were virtually inacessible.

After being declared a redevelopment area, a representative committee was organized to speak for it. The committee's first responsibility, to prepare an Overall Economic Development Program (OEDP), was formulation of a plan containing information on available manpower in the area, the kinds of training needed, and a report on available vocational training facilities.

The OEDP could plan for different types of projects. One kind included sound commercial and industrial projects designed to create new jobs. Another might provide for development of public facilities such as roads, sewerage, and water systems, the construction of which would provide new jobs. Still another assistance feature possible to plan for included programs to train or retrain for jobs in the labor force. Such programs instituted by Employment Security, and implemented through the Vocational-Technical Division of the State Department of Education, offered Federal funds for such items as rent for buildings, and provision for equipment, special

instructors, and trainee subsistence payments for the duration of the training period.

In a new development during 1967-68, several counties joined together in an OEDP to set up a Concentrated Employment Program System. CEPS--both urban (MDT), and rural (RAR), was designed to assist the Model Cities Program in providing institutional and OJT (on-the-job) training on a contractual basis with the Department of Education which is only one of the seven components of the Model Cities program. CEPS will be discussed in some detail later in this book.

MDTA. In order to understand the philosophy and recognize the accomplishments of Manpower Development and Training (MDT), one must look back into the decade preceding its inception. During this period, came increased recognition of the high human and social costs of unemployment with the related problem depression, or at best, recessions. Ever-increasing automation and expanding industrialization resulted not only in a greater degree of unemployment, but the creation of a vast backlog of unemployed, underemployed, and sub-employed individuals with skills inadequate for the many job openings available.

In an effort to plan for increased equality of opportunity and for some means of matching people and jobs, President John Kennedy, in 1962, appointed a blue-ribbon Committee on Education. It was composed of business men, attorneys, industrialists, bankers, and others whose special experience and knowledge gave them expertise in the area of manpower problems. As a result of the work of this committee and upon their recommendation, Senators Clark and Holland wrote an Act, first named the Clark-Holland Act, and later known as the Manpower Development and Training Act of 1962. Thus, the Manpower program emerged as an instrument of national policy in an effort to shape manpower planning, as President Kennedy said, "in terms of generations". Under the Act, direction was focused on the national educational capability to provide occupational training to both youth and adults who could neither hold nor find jobs in the increasingly automated industrial structure.

The MDT Act, recognizing that unemployment was not confined to depressed areas served by the Area Redevelopment Act, provided for training qualified workers for new and improved skills required or soon to be needed, for establishing a pattern of resources for training and/or retraining the unemployed and underemployed in any occupation where a demand existed or was expected to exist for workers. Funds which first became available in mid August, 1962, and could be used to pay training allowances, implemented training programs from two to fifty-two weeks in duration in any locality if need was demonstrated and if training was requested by Employment Security. Federal reimbursement was 100%.

The first MDT program in Tennessee opened October 22, 1962, in Cleveland, to train twenty-one Accounting Clerks. A class for Mechanical Draftsmen opened the next month, November 19, 1962, in Nashville, with twenty-five trainees enrolled. These were the first two of a long succession of training programs operated to date through the joint cooperation of Employment Security, the Department of Labor, and the Vocational-Technical Division of the Department of Education.

Due to the similarities of RAR and MDTA and due to the fact that administration

of both programs was charged to the same group of individuals, for the purpose of further consideration ARA (RAR) will be discussed as an integral part of MDT. It should be understood, however, that funding procedures differ in some respects.

CHAPTER II.

GROWTH AND DEVELOPMENT OF MDT

Amendments to the Act

The Manpower Development Training Act of 1962 was designed to place recently unemployed workers in new jobs as quickly as possible, hoping as a result to bring into better balance the national manpower resources and requirements, and to counteract the period of recession during which the programs began. As the unemployment rate decreased, the number of experienced workers seeking retraining declined, and the unemployed individuals requiring training were less well prepared for job entry. Many needed prevocational training, and a large number required basic literacy training in order to enter the MDT programs. Need brought about many changes as evidenced by the various amendments to the Act.

1963. The original Act lacked authority to include basic education in the training program. By 1963, Congress amended the MDT Act to provide increased flexibility with which to meet both educational and occupational needs of the unemployed. Thus basic education was added to the training program.

In Tennessee, as nationwide, the training program day had been six hours long, five days a week. However, following the 1963 Amendment, two hours a day, or ten hours per week were added for basic education. The training day generally was blocked as follows:

Basic Education	1 hour mathematics
	1 hour communications
Occupational Training	1 hour related instruction
	5 hours skill training

Basic education included instruction in mathematics, both basic and related to the occupation, and in communications, or language skills, reading, writing, and spelling. Shortly thereafter the term basic education was broadened to "basic-remedial education", a more accurately descriptive term of the kind of instruction needed and presented.

In order to ease the financial strain of those in training, the 1963 Amendment also permitted trainees to receive pay for up to twenty hours of work each week and still receive the full training allowance. This was an effort to encourage initative and job interest as well.

Also provided for by the 1963 Amendments was the out-of-school, out-of-work youth, sixteen to twenty-one years of age. Expanded youth programs paid particular attention to this disadvantaged group of young people, who generally had inadequate education and came from impoverished backgrounds. Training programs were lengthened from a possible fifty-two weeks to seventy-two weeks where basic education

was needed and included.

1965. By 1965, it became increasingly evident that the MDT Act still was not reaching many long-term unemployed and underemployed individuals in dire need of assistance. So the Amendments of 1965 were aimed at the major problem of the mid 1960's, -- vast manpower shortages for skilled jobs and high rates of unemployment. Changes included lengthening the training period from seventy-two (72) weeks to a possible one hundred and four (104) weeks, and payment of allowances over the lengthened period. This change recognized that longer training periods were required for increased emphasis on Basic Education and for the specialized training methods, concepts, and techniques required to prepare this group for job entry.

Another change due to 1965 Amendments included pilot efforts toward bonding of persons with police records in order to make training possible for them, increased emphasis on individual referrals, and the authorization of refresher and/or reorientation training for professional employees desirous of returning to work. Due to a nation-wide shortage of nurses, this profession was singled out for training emphasis of this type.

The 1965 Amendments also authorized experimental, demonstration, developmental, and pilot projects to determine improved ways and means of counseling, training, and placing disadvantaged youth, the handicapped, displaced older workers, and other individuals with special needs.

1966. 1966 proved to be a year of major change with emphasis redirected to meet emerging skill shortages and to place the more severely disadvantaged in jobs. In an effort to reach this goal, several agencies were encouraged to make a joint effort in reaching and training these people to bring about a large scale change in their status. Major MDT resources were directed to serve the severely educationally and emotionally handicapped. Training quotas were directed thus: 25% to job training of disadvantaged youth; 35% toward emerging skill shortages suitable for MDT programs; and 40% to reclaim the severely disadvantaged, unemployed adults.

The 1966 Amendments to the MDT Act provided that 80% of the training funds would continue to be apportioned to the States and spent through Federal-State contracts. The other 20% would be expended by the Secretary of Labor and the Secretary of Health, Education and Welfare as required by the Nation's manpower needs. Setting up this national fund gave added flexibility to the training program and made it possible to set up training opportunitites quickly as unforeseen needs might develop.

National contractors were varied--labor unions, trade associations, business and industrial companies, public and private agencies, and schools. Some trained small groups and some as many as several thousands.

In addition, further redirection in 1966 shifted the distribution of training resources. Of 250,000 persons to be trained nationally, 125,000 were to receive institutional training, and 125,000 OJT (on-the-job training). Of these, one-half of 72,500 were to be in coupled OJT programs where trainees received both class

instruction and on-the-job training. Area Redevelopment areas were designated to train an additional 15,000 persons. Naturally such major program changes were reflected in multi-adjustments in MDT as it has been to this time. The table on page 14 reflects this change in the increased number of individuals in OJT programs in Tennessee in fiscal 1965-66, and 1966-67.

Until 1966, no provision had been made for trainees who needed minor medical treatment or prostheses, and nationally these now became available with a limit of $100.00 per trainee. Efforts currently are being made to have this procedure legalized in Tennessee. The purpose was to reduce problems of health which had caused or could cause dropouts, and to assist other trainees to a state of well-being adequate to pass pre-employment physical examinations required for many jobs.

Further redirection in April, 1966, came as a result of the formation by the Manpower Administration, U. S. Department of Labor, of a National-State Manpower Development Planning System. This group was empowered to formulate and issue national guidelines to help State Manpower administrators in planning their programs for the next fiscal year. The guidelines set out the target population for training problems, selected data, and outlook for the future. In other words, the purpose of this planning system was to offer guidance, and to provide emphasis for types of training to meet the needs of the Nation's manpower requirements and of the target population.

Direct outgrowth of this committee in March, 1967, was CAMPS, the Cooperative Area Manpower Planning System. Each state has a CAMPS planning committee, composed of representatives from Employment Security, the Vocational-Technical Education Division and representatives of other Federal programs. In Tennessee, the system is composed of agencies wholly or partly supported by Federal funds. They include representatives of Manpower Development and Training, the Division of Vocational-Technical Education, Employment Security, the Office of Urban and Federal Affairs, Vocational Rehabilitation, the Department of Agriculture, the Department of Public Health, Department of Labor, State Planning Commission, Bureau of Apprenticeship Training, Metro Action Committee, Department of Housing and Urban Development, the Work Incentive Program (WIN), Neighborhood Youth Corps, the Office of Economic Opportunity, and various other community organizations concerned with manpower problems of the community and state. Soon representatives are expected to be added from the Neighborhood Service Centers and the Model Cities programs.

This committee through frequent meetings, coordinates the training facilities of these agencies, sets up a plan of work for the coming fiscal year, and then adheres rather carefully to it, though some amendments occasionally are made to it as need dictates. In addition to advance fiscal year planning, a major objective of CAMPS is to prevent overlapping and unnecessary duplication of services by the agencies involved in Federally assisted training programs, and to equalize the manpower effort so each portion of the State receives its fair share of training and assistance. An important aspect of CAMPS is the coordinated effort made to use the various available supportive services which help trainees remain in the training program and go on to desirable jobs. Pressure of family responsibilities, illness, and lack

of day care for children are only some of the problems CAMPS planning attempts to solve through use of supportive services to the trainees through careful project allocation and planning.

The CAMPS state committee seeks advice from the Governor, local officials, educators, and community leaders, and needs all possible help as the timing of funding and of fund allocations and variations in project approvals make their planning difficult indeed.

Amendments passed in November, 1966, were enacted too late to be reflected appreciably in that year, but served the legislative base for administering programs in 1967. They broadened eligibility requirements for training allowances, improved training opportunities for the older worker, and allowed for pre-employment training in communications, work habits, job-finding skills, social skills, and attitudes required for satisfactory occupational performance.

Quite a change became apparent as a result of the 1966 Amendments. Heretofore, only unemployed and underemployed persons could be accepted for training. Now it became possible for employed individuals to receive supplementary training in new skills. An Experimental program of part-time training was established in areas of critical skill shortages. Persons selected for this training were paid expenses of up to $10 a week to enable them to take advantage of training for advancement through upgrading of skills.

Too, the 1966 Amendments provided a broader authorization for experimental and developmental programs of training in correctional institutions.

Summary

As Employment Security dipped deeper into the pool of unemployed workers, they reached into the hard-core unemployed who were less and less well-prepared with each passing year of training. MDT accepted the challenge presented by this group and responded with ingenuity and effectiveness through innovative training methods. To meet their needs, ever greater emphasis was placed on basic-remedial education and prevocational training.

Since its inception, change has been the name of the game, for MDT programs have adjusted to meet the modifications brought about by Amendments of the Act and the needs of the people to be served.

CHAPTER III.

PROJECT PLANNING, FUNDING AND COST

At the State level, the basis for participating in the MDTA is an agreement between the State Board for Vocational Education and the U.S. Commissioner of Education acting for the Secretary of Health, Education and Welfare. Earlier legislation limited training agreements for Federal support to certain areas of training in Vocational Education, as for example, agriculture, home economics, practical nursing. However, the MDTA agreement specifies a pattern of services for the State Education agency to perform in any occupational field, except certain apprenticeable trades, in order to provide training programs designed to meet the needs of individuals referred by Employment Security and for whom there exists a reasonable expectation of employment upon completion of training.

Another agreement between the State Employment Service and the Secretary of Labor provides for payment of trainee allowances, subsistence and necessary transportation expenses, depending upon trainee eligibility.

Responsibilities of the State Vocational Education agency are specific: (1) to provide referred persons training needed to equip them for entering the occupation for which each is referred; (2) to furnish leadership and supervision including survey and evaluation of local training facilities, aid to local individuals in planning projects, review and evaluation of each training proposal and certification of projects and budgets to the U.S. Commissioner of Education for his approval; (3) to coordinate with other agencies and avoid duplication of training projects; (4) to establish and utilize advisory committees on both state and local levels; and (5) to maintain adequate quality training programs by careful planning and thorough supervision, to focus emphasis on the individual.

Under MDTA it is the joint responsibility of the Department of Labor and the Division of Vocational-Technical Education to implement the Act through five stages of effort as follows: (1) survey the situation to determine skills required (Employment Security); (2) refer individuals for training (Employment Security); (3) plan and develop the training program (Education); (4) conduct the training program (Education); and (5) place in jobs and provide follow up of those who completed training (Employment Security).

The survey, by Employment Security, includes determination of job openings and the availability of trainees qualified for a program. When the survey accompanied by Form MT-1 is submitted to the State Office of Vocational Education, it in turn then determines if appropriate facilities are available in which to conduct the training. At this point the local training facility and a representative of the State Division of Vocational-Technical Education have to prepare jointly a detailed analysis of the training project. Included must be (1) a course outline and phasing of the curriculum; (2) location and description of facilities to be used for the training; (3) determination of instructional staff availability, and description of instructor qualifications; (4) descriptive listing of equipment (existing and needed); and (5) cost analysis and determination related to all program phases. In Tennessee, the MDT Staff project development

supervisors carry responsibility for the steps assigned to the State Division of Vocational-Technical Education in this five-point analysis.

Each project proposal is subjected to careful scrutiny in regard to every detail. When satisfied as to the accuracy and completeness of the proposal, a State review is held before a group of representatives from State Employment Security, the State Vocational Education Agency, the HEW Regional MDT representatives of the United States Office of Education, and the Regional representative of Employment Security of the Department of Labor. This group examines each proposal not only in regard to training and possible placement, but in terms of support and labor market data, cost of training program, length of training, quality of facility, number and level of trainees, and all similar factors.

If approved and sent on by this State and Regional review team, the proposal is forwarded to Washington for approval, announcement and final action.

An alternative method of review and funding may be used for projects not exceeding $50,000 in cost, including training and allowance expenditures. A State review team composed of Vocational Education, MDT and Employment Security representatives, may review and approve such projects for funding. Such in-state approval is limited to 25% of the total Federal allocation.

There may be a considerable time lapse before notice of approval is received by the local facility from the Department of Labor and the Department of Health, Education and Welfare. Approval indicates funds for a given proposal have been obligated against a previously announced State allocation. The project then may be made ready for opening.

In the early days of MDT several weeks might elapse between the approval notice and the beginning date of the training. Often this was due to difficulty in hiring qualified instructors, preparing the facilities, or to problems of processing individuals for training referral. Currently projects are required to be in operation within sixty days following date of approval or funding may be withdrawn. Any extension beyond the sixty day period must be approved in the Regional office. However, the State MDT office encourages local MDT personnel to have projects in operation within thirty days if at all possible.

Cost of training. The MDT Act was 100% reimbursing until July 1, 1967, at which time 10% matching funds were required of each State. To date, in the following table, contribution of funds by Tennessee may be compared with Federal funds expended in the State. Figures were obtained from the fiscal office of Vocational-Technical Education.

CUMULATIVE DATA ON TRAINING COSTS OF RAR, MDT, AND OJT
PROJECTS IN TENNESSEE, 1961 TO JULY, 1968*

	1961-1962	1962-1963	1963-1964	1964-1965	1965-1966	1966-1967	1967-1968	Totals 1961 to July 1, 1968
Tennessee monies expended	None	None	None	None	None	$ 76,746.00	$ 100,000.00	$ 176,746.00
Federal monies expended	$97,981.40	$237,846.26	$752,738.53	$1,837,144.76	$1,765,739.27	$1,972,463.23	$1,072,288.29	$7,736,201.74
Number of trainees enrolled	179	1205	3349	2742	4073	2340	1925	15,813
Average cost per trainee	$ 547.38	$ 197.38	$ 227.75	$ 670.00	$ 433.52	$ 843.06	$ 557.03	$ 489.23

*Cost of allowances expended through Employment Security from the Department of Labor are not included.

It is easy to see from these statistics that for the comparatively small amount of money expended by Tennessee, the State has received vast sums from the Federal Government to provide occupational training for its disadvantaged and unemployed citizens. Intangible returns to the State can scarcely be estimated, but tangible evidence is indicated by the number of individuals who became employable, paid income taxes and developed into participating and contributing members of the communities.

The following table, more in detail categorizes data to show annual project activity, enrollment and money expended, both Federal and State matching.

Categorized Data Showing Annual Project Activity, Enrollments, And Monies Expended, (Both Federal and State Matching)

Date		Number of Projects Approved	Enrollment	Actual Amount Expended	Amount appropriated by Tennessee for Matching	Amount contributed to Tennessee Programs by Federal Government
1961-62	ARA	2	179	97,981.40	0	97,981.40
1962-63	ARA	13	472	68,447.83	0	68,447.83
	MDT	30	733	169,398.43	0	169,398.43
1963-64	ARA	11	208	106,527.46	0	106,527.46
	MDT	47	3,141	646,211.07	0	646,211.07
	RAR(ARA)	18	612	102,225.76	0	102,225.76
1964-65	MDT	49	2,110	1,728,807.79	0	1,728,807.79
	OJT	1	20	6,111.21	0	6,111.21
	RAR	11	260	180,063.06	0	180,063.06
1965-66	MDT	84	3,639	1,578,473.94	0	1,578,473.94
	OJT	4	174	7,202.27	0	7,202.27
	RAR	9	180	172,386.62	0	172,386.62
1966-67	MDT	59	1,830	1,696,263.19	76,746.00	1,619,517.19
	OJT	3	330	103,813.42		103,813.42
	RAR	4	100	87,657.97		87,657.97
1967-68	MDT	59	1,645	874,795.81	100,000.00	774,795.81
	OJT	5	180	109,834.51		
Totals to July 1, 1968		409	15,813	7,736,201.74	176,746.00	7,559,455.74

(Figures were obtained from the fiscal office of Vocational-Technical Education)

In Tennessee, to July 1, 1968, training costs for 15,813 trainees have totaled $7,736,201.74, in money actually expended, exclusive of training allowances paid by Employment Security. These figures were obtained from the fiscal office of the Tennessee Division of Vocational-Technical Education, and represent the actual total of all expended monies, both State and Federally contributed, from January, 1962, to July 1, 1968. Thus the cost averages $489.23 for training each individual enrolled in Tennessee RAR, MDT and OJT programs for the period, January, 1962, to July 1, 1968.

Since Tennessee contributed only $176,746 of the total training expenditure for the period specified, the cost to the State for training each individual averaged $11.17. It would seem to be a real asset for the State to continue appropriating the necessary annual matching funds. A request has been made for the Tennessee Legislature to appropriate $100,000 annually for each of the next two years, fiscal 1969 and 1970, and it is to be hoped that at least this amount, or more, will be earmarked to continue MDT training programs for needy individuals who as a result of that training become a part of the economic well-being of Tennessee and the Nation.

Since trainees enter employment with at least the minimum wage of $1.60 an hour, they soon pay income taxes on an approximate $3,328.00 annual wage, and also build for retirement income under Social Security. Of course, quite a number of trainees entered the labor market at considerably above the minimum figure. Many trainees at the end of a year or two of work have received job advancements and wage increases, and continue to repay the Federal Government for their training in larger tax returns and through family financial independence.

According to a study made by HEW in 1963, on the average, in twenty (20) weeks, trainees return to the economy an amount equal to the total cost of their training. Also determined was the fact that in four years and four months the individual repays the cost of his training in Federal income tax, even if his income and taxes remained the same for this period of time. Likewise estimated was a five-year savings to the taxpayer totaling a net gain of $20,974 for each trainee. This figure was reached as the individual's total contribution to the economy through income and the savings of welfare expenditures.

These figures are as true in 1968 as in 1963 when they were compiled. If anything, savings doubtless prove even greater, moneywise, due to the continued advancing economy and increased wages.

CHAPTER IV.

TRAINING PROGRAMS

Prior to passage of the 1963 Vocational Education Act, occupational training had been relatively limited in nature and confined to the areas of agriculture, home economics, distributive, trade and industrial, technical and health education. However, with the passage of the 1963 Act and with the fiscal 1965 and 1966 dramatic increase in Federal funds to Vocational Education, considerable growth in occupational training began to occur in many other fields. In Tennessee, this was evidenced in the establishment of area vocational-technical schools, effective work-study programs, gainful employment home economics programs, integration of office education in vocational education, increase in quality and quantity of vocational guidance, a more effective relationship with Employment Services and other related State agencies such as Health and Rehabilitation, and expansion of interest in a broad spectrum of occupational training programs not available before this time. In this latter category falls Manpower Development and Training with its multi-occupational training programs.

The role of Vocational Education in MDT

Working as MDT does across and with all service areas in Tennessee Vocational-Technical Education, cooperation is imperative and has been given generously by the Commissioner of Education, the Assistant Commissioner for Vocational-Technical Education, and by each service department head and the staff of each.

Major assistance with nursing programs has been received from the Health Education section which has provided supervision, specialized curriculum materials, and technical knowledge for practical nursing projects. The Home Economics Staff has assisted ably in occupational training of household aides, and may be called upon for further assistance if and when day care for the children of trainees becomes a reality. The Office Education Staff have assisted in setting standards and other training criteria for classes training clerical workers and stenographers. The Trades and Industry Staff have served willingly in a consultative capacity, have reviewed curriculum guides, and otherwise have assisted as needed.

Many MDT programs have been and still are held in Area Vocational-Technical Schools. Thus, close cooperation with the Area Vocational-Technical Schools State and local staffs has been necessary and given wholeheartedly.

Since a large percentage of MDT trainees are individuals with special needs, the role of vocational guidance and the Special Needs Section has been considerable also.

Those in Distributive Education have cooperated and have given assistance as needed for MDT Sales classes in Knoxville, Memphis, Nashville, and Chattanooga. Equal cooperation and aid have been given by the Agriculture staff who helped with

information needed to establish Farm Machinery and Farmer General programs.

The contribution of the Curriculum Laboratory scarcely can be overemphasized. The Director and Staff have cooperated in every way possible to produce professionally printed MDT publications and curriculum materials. Expert advice and assistance averted many difficulties in writing and production of copy for printing.

Thus, it readily can be seen that the role of Tennessee Vocational-Technical Education in the success of Manpower Development and Training has been important indeed in the interaction and meshing of effort by the many individuals involved in all service areas. This illustrates the saying that "united we stand, divided we fall", for MDT is only one component of Vocational-Technical Education which in its separate parts (service areas) has made much progress. Working together can blend the parts into an even more powerful vehicle to train individuals for the world of work. Together, Vocational-Technical Education strives for overall unity of purpose, design, and program. That this may be difficult to achieve is unquestioned, because of diversity of interests, occupations, means of preparation, and kinds of training. However, striving for unity of purpose and articulation of all Vocational-Technical Education facets makes possible reaching the national goals set out in the MDT Act and its Amendments, and in the recent Vocational Education legislation. Reaching these goals provides an optimum opportunity for Vocational-Technical Education to show the business-industry segment of this State and the Nation that it can and does provide training of a kind which is inextricably interrelated in their future growth and development.

Communication and cooperation between business, industry, and Vocational-Technical Education are increasingly evident in the advisory committees utilized throughout Vocational-Technical Education at all levels, and on all levels in MDT. Increasingly, advisory groups consult on up-to-date equipment, development of curriculum, and varied training specifics and needs. They encourage desire for self-improvement, knowledge of values, development of responsibility, and a commitment for true vocational training as para-vocational needs.

Administratively, the Assistant Commissioner for Vocational-Technical Education serves as the liason and the contractual agency between MDT and Washington. It is he who must fit the matching-fund needs of MDT into the budget, and request such funds from the Legislature. He or his designate assists on the State and Regional review teams for project approval and funding. He also cooperates in the CAMPS planning effort to apportion occupational training programs fairly throughout the State.

These arduous tasks represent some of the cooperative effort expended, and explain to some extent, at least, the role of Vocational-Technical Education in assisting MDT to do creditable occupational training.

Types and kinds of training projects

There are five basic types of training projects: (1) single occupation; (2) Multi-occupation which may include basic education and job orientation; (3) OJT or on-the-job training; (4) coupled OJT; and (5) individual referrals. Each will be discussed.

Though the Manpower Development and Training Act of 1962 authorized both OJT and institutional training, OJT had a slower development, and most early projects in Tennessee as elsewhere, were the institutional type.

Institutional projects, which include both single and multi-occupation projects, are those in which training occurs in classrooms, laboratories, and shops, often in public schools or in special facilities arranged for by a local education system after approval by a representative of Vocational Education. In addition to skill training, the institutional project may include pre-employment training and basic-remedial education, though the latter often was not included in the training during the first year or two of MDT. During 1962 and early 1963, emphasis was placed on training recently unemployed workers, but realizing that this group showed a need for basic literacy training in order to derive full benefits from the training, the 1963 Amendments to the Act provided the flexibility to add basic-remedial education to the training program. During this period in Tennessee almost all of the projects were single occupation institutional type. By the end of fiscal 1963-64, nearly all projects included two hours of basic-remedial education in the eight hour day, and the projects were lengthened as needed to provide for this additional training.

Classroom and shop instruction have taken place in Tennessee in Area Vocational-Technical Schools, comprehensive high schools, trade schools, and in facilities especially adapted for MDT use. However, as more and more disadvantaged persons were served by MDT, some of the public facilities became unable, due to lack of space and/or equipment, to meet the special needs of this group, and as a result Multi-Occupational Youth Projects were set up to provide basic-remedial education, skills and occupational training. As early as fiscal 1963-64, two such centers became operational in Tennessee. The first one, which opened in Chattanooga in January, 1964, offered training in six occupations. The second, which opened in Memphis in July, 1964, offered training in seven areas. In January, 1965, in Nashville, a third Multiple Youth project opened in a well-arranged facility, a converted warehouse adapted to MDT needs.

All three of these M.O.Y. projects continued operating under new funding through 1966 and 1967. In June, 1966, a fourth Tennessee M.O.Y. project opened in Knoxville, with training offered in four occupational areas. This facility received funding as a new M.O.Y. project again in February, 1967. These four facilities have operated almost continuously since their first funding, but by 1967 no longer were limited to youth, and as a result were called Multi-Occupational Training projects. At present adults of varying ages are referred to these multi-occupational training centers, and somewhat alter the target population.

All these multi-occupation projects were conducted under MDTA and none under ARA (RAR).

In January, 1965, in Nashville, at Tennessee A & I State University, a three-occupation training program opened. This was the first Tennessee multi-occupation project operated strictly for adults.

In September, 1965, under the auspices of Austin Peay State College, a multi-occupational Literacy training project opened.

Known as the COMET program, it was a Research and Development (R & D) project under OMAT (Office of Manpower Automation and Training). The multi-occupational title is a slight misnomer as it actually was a regular single occupation project operated in seven centers in Tennessee--at La Follette, Oliver Springs, Sneedville, Pulaski, Winchester, Fayetteville, and Lexington. The training objective was to raise the comprehension of some two hundred and sixty (260) functionally illiterate trainees to a basic literacy level of the sixth grade or above, in order that they could become able to accept occupational training or obtain employment. In addition, trainees learned to follow written and oral directions in performing semi-skilled tasks and were taught how to sell their services to employers and to demonstrate dependability. Those who required additional training to become employable were phased out into OJT, with an OJT supervisor on duty in each center to locate the jobs needed for this phase of training.

Multi-occupation projects had the advantage of offering trainees a variety of programs from which to choose, and provided for a more economical, effective use of guidance, counseling, basic-remedial education, and supervision.

As these services became centralized under one administration, and usually in one facility, they gradually became known as skill centers. A MDT skill center has been defined as a "centralized facility, generally under public school administration, especially designed to provide on a continuous basis, counseling and related services, work orientation, basic and remedial education, and institutional skill training in a variety of occupations for trainees recruited from a broad area. The center provides maximum utilization of physical and instructional resources and a high degree of flexibility, serving all types of trainees, and all types MDTA projects including multi-occupation and single projects, individual referrals, and classroom components of coupled institutional - OJT projects." [1]

Skill centers usually are located in urban areas. To date, in Tennessee, no skill centers have been operated, though several proposals are in the stage of being processed.

Another kind of multi-occupation project developed in connection with the Model Cities program is the Concentrated Employment Program (CEPS). CEPS in Tennessee are both urban--MDT--(Nashville and Chattanooga), and rural--RAR--for seven middle Tennessee counties with administrative headquarters at Cookeville, though it is a component of the Smithville Model Cities program. Since supportive services required in these programs involve Health, Education and Welfare, Vocational Rehabilitation, Employment Security, Community Action Programs, Health Department, and the local and State Education systems, cooperation is the key to success through CEPS. MDT is responsible for planning and supervising the training programs.

CEPS utilizes closely allied services for providing manpower training to the seriously disadvantaged. Operating nationally by the fall of 1967, the Cookeville-based Rural CEPS program opened in 1968, and was the first multi-occupation project of this kind to operate in Tennessee.

---

[1] Report to Congress on MDTA by the Secretary of Health, Education and Welfare, 1968, page 24.

CEPS directs the attack on training individuals located in the greatest concentrations of joblessness and poverty through a two-phase program: (1) close cooperation with business and industry to open to slum and deep-poverty area residents jobs normally closed to them due to lack of education and training, lack of transportation, health problems, lack of day-care facilities for children, or due to arrest and bad credit records; and (2) concentration on employment for both youth and adults under Neighborhood Youth Corps and other work training programs established to move individuals to employment with public and private non-profit agencies. This concentrated effort should bring dramatic results in the target areas and prove that lethargy, discouragement, rage, and defeat need not be the chief inheritance of slum and deep-rooted poverty areas.

OJT. On-the-job training programs had a somewhat slower development than the regular institutional projects, though they were authorized in the original Act. During the first two years of MDT only about 4% of the programs were of the OJT type. However, by 1965, emphasis on OJT coupled projects increased and has continued to the present time, though the OJT coupled projects are still less in number than the institutional projects.

Generally, individuals with better education and training enter OJT programs. This reflects employer demand for the more advanced skills and better qualifications sought in those allowed to enter OJT. Thus in the early years of MDT the more seriously disadvantaged persons had little chance to even attempt on-the-job training.

MDT redirection in 1966, however, pointed to filling half the total training slots with deeply disadvantaged individuals in OJT and preparing them for that training through additional pre-vocational training, basic-remedial education, and nearly any other means necessary.

OJT as a means of educating the hard-core disadvantaged has some real advantages over institutional type training. It has a psychological advantage for OJT is real work in a real working situation. Also all OJT training pertains to a future job where the trainee will be working with supervisors, fellow-workers, and employers, much as he has in the training program. In the past, straight OJT projects were developed by the Bureau of Apprenticeship Training (BAT) in cooperation with Employment Security and the Division of Vocational Education which supplied the supplemental training.

Coupled OJT. Coupling OJT and institutional training resulted in new opportunities for the disadvantaged in 1967 because nearly 60% of OJT funds were allocated to coupling the skill training with supplemental basic education, communications, and employability training. The first stage of training which usually is classroom study has been somewhat discouraging to many disadvantaged who dropped out, and failed to wait for the skill training. To counteract this situation, vestibule training on the employer's premises was substituted. These programs prove costly, though, as the employers feel they should be compensated for added indirect costs resulting from loss of productivity, increased supervisory costs, and extra risks and problems of a varied nature. In spite of these, however, this type of training serves the best interests of the trainee, fills the need of the employer, and is effective.

OJT coupled projects are developed, prepared, and placed in operation in close cooperation with the Bureau of Work Training Programs, and BWTP initiates the program which is entered into by and through the Division of Vocational Education. Funding is by the Department of Labor.

One coupled OJT project in Tennessee was a Machine Shop program operated at Tennessee A & I State University. Here the training goal was to furnish production machine operators for employment at the AVCO Corporation.

Other coupled OJT projects have operated in cooperation with Douglas Aircraft in locations at Sparta, Carthage, and Gainesboro, in Harriman where electronic assemblers were trained for Beta-TEK Inc., and at Erwin for the Armstrong Glass Company.

The latter program was planned to train workers to be employed at Armstrong upon completion of the training period. Though the institutional phase of the program originally was set up for ten weeks, it was shortened to a two-week orientation period due to the high quality of those enrolled.

Facilities, materials, and audio-visual equipment were furnished by the Unicoi County School System from which was drawn a select group of instructors to participate in the institutional phase of training. To avoid conflict with the local school program, MDT classes were scheduled for afternoon and evening, with the instructional schedule on a 4-4 plan. Trainees spent four hours in class with one hour directed to the study of communications, reading, math, and human relations. Immediately following the four hours in the classroom, individual instruction was available for four hours.

In-plant training followed the initial two-week orientation phase, and completed the skill training needed for in-plant employment.

Of 158 enrollees, only two dropped out during Phase I. Three others dropped out during in-plant training. Net gain was one hundred and fifty-three (153) employable individuals.

This Armstrong Glass Company program has been delineated, not to give publicity to this particular plant, but to illustrate that cooperative efforts by education and industry produce results in overall employment and economic assistance both to needy individuals and to industry.

Individual referrals. The fifth and last type of project deals with individual referrals. The 1966 Amendment to the MDT Act provided for less than class size instruction also. This was brought about by the expressed desire of some individuals for training in an area not available locally and possibly available in a few places or even in only one location across the State. In such a case, Employment Security could place in training such a person only on the basis of individual referral to the distant program. E.S. was empowered to issue a form MT-3 on that person and send it to the State Education or MDT office. After processing, the trainee enters the selected program with expenses and stipend paid to maintain him during the training period.

The MT-3 results from the desire of an individual for training of a specialized nature, as for example, medical technology, or diesel mechanics, which could be received more economically and efficaciously from an established private school. So after the trainee application is processed in the State Education MDT office, the director of the private school to be entered must sign the application to indicate willingness of the school to accept the individual for training.

The private school also must estimate and submit at an earlier date the cost of training, which should include tuition, cost of all books, laboratory fees, uniforms, special equipment, and any other pertinent needs for training, the cost of which is required of all students.

Individual referrals may not be considered in any trade requiring an apprenticeship.

The number of individual referral slots for the State is determined in CAMPS. They are allocated to each county on the basis of its population. For example, metropolitan Chattanooga, Knoxville, Memphis, and Nashville are allocated thirty (30) each. Rural counties are grouped into areas served by the Employment Security area offices. For example the Harriman area is allotted six (6) slots. For fiscal 1968-69, CAMPS has determined a need for two hundred (200) individual referral slots statewide.

Individual referral allocations for 1968-69 have been changed somewhat due to CEPS, a component of the Model Cities Program. As a result, Chattanooga received four (4) additional individual referral slots; Nashville CEPS received eight (8) extra slots; and rural CEPS received twenty (20) individual referral slots.

In 1967-68, all fifty allocated individual referral slots were used. For fiscal 1968-69, two hundred slots were allocated MDT but it is too early in the year to determine whether all will be utilized.

Purpose of Training Programs. The purpose of MDT is to help individuals make a satisfactory vocational adjustment and to facilitate smooth functioning of the economy through the effective use of manpower. These goals are accomplished through the training programs which consist of occupational or skill training, vocational guidance, basic-remedial education, and related instruction. These are the fundamental and integral factors in developing entry-level occupational competency.

All facets of occupational training must be oriented to the future of the trainee and planned with that in mind so that the individual may be helped to function effectively in society. Thus a primary purpose of the training program is to provide the training and supportive education needed to advance under-educated and under-achieveing individuals to a social, economic, and occupational level of performance satisfactory for job entry in business and industry.

All of this only means that a goal of the training program is to develop the trainee's ability to adjust to real life situations. In so doing he must also develop some understanding of the social and economic advantages which will come to him as a result of the training.

These goals imply that MDT is giving the trainee a second chance--another opportunity to improve his lot in life, to improve his self-image through functional learning experiences.

The Trainee. As set out in the MDT Act and its Amendments, the individuals to be served include the untrained, the under-educated, the under-employed, those displaced by automation, the hard-core unemployed, the disadvantaged, the older worker, and individuals with special needs. This latter group includes those with physical, mental, emotional, psychological, and cultural handicaps.

This heterogeneous group possesses such divergent characteristics that they might seem to be incapable of accepting training. However, it should be stated that all do not apply to any one trainee, for MDT trainees represent a fair cross-section of the unemployed and underemployed people across the State and Nation.

Some trainees are creative, talented, and highly motivated. Some are very intelligent; the majority are of average intellect; and some prove trainable but are slow learners.

The average MDT trainee has completed the eighth grade or even a year or two of high school work, but will be able to read at probably the fifth or sixth grade level. Some having completed this grade level, function as illiterates. Generally the power of concentration is low and the attention span short.

Nearly all trainees crave attention and acceptance, and wish to be treated with respect. Many have been rejected by family and friends, by former instructors, and even by society as a whole. Many because they began to fail at an early age, have continued to fail, until they appear at the MDT facility discouraged, inhibited, frustrated, withdrawn, and disinclined to try again. The repeated failures seem basic to the attitudinal problems characteristic of many MDT trainees.

Many trainees have health impairments and needs which require attention before they can fully absorb any training program presented them. Some have hearing and eye defects, some have dental problems, while others have chronic illnesses which are debilitating.

Some older trainees have slowed reactions and a steady decline in the ability to see, hear, and move. However, generally the older trainee sets higher goals for himself, works at a steady pace, and is more strongly motivated to succeed.

To review---the trainee is a human being with his own hopes and dreams for the future. He may be bright, dull, eager, unwilling, cooperative or perverse, calm or volatile, receptive or unresponsive, eager for approval or apparently indifferent to it. In short, regardless of what he appears to be, that is what the MDT instructor builds upon bit by bit to develop into an employable individual.

Occupational Offerings

Training may be offered in any occupation listed in the D.O.T. (Dictionary of

Occupational Titles) Code Book, if a need is shown in the labor market. The exception is those trades which are apprenticeable. In Tennessee, through MDT and RAR, training has been offered in the following occupations from 1962 to the present time, though not all at the same time since need dictates training.

Draftsman, Commercial
Power Saw Man
Home Attendant
Houseman
Household Aide
Custodian, Helper
Housekeeper, Hotel & Restaurant
Maid and Chambermaid
Cook (Hotel and Restaurant)
Waiter-Waitress (Food Service)
Licensed Practical Nurse (LPN)
Geriatric Nursing Assistant
Practical Nursing
Nurse, General Duty
Nurse's Aide
Nurse, Refresher
Key Punch Duplicator Operator
Accounting Clerk
Bookkeeping Machine Operator
Clerical Worker
Secretary (Entry)
Clerk--Stenographer
Clerk, General Office
Clerk, Typist
Woodworking, Machine Operator
Metal Forming (Crafts)
Fiber Working (Crafts)
Pottery
Multioccupational Literacy Training
Miscellaneous Wood & Building Trades
Medical Lab. Assistant
Wood Turner

Auto Body Repair
Auto Mechanics
Automobile Spray Painter
Auto Service Station Attendant
Auto Service Station Mechanic
Electronic Mechanic
Radio and TV Repair
Farm Management
Farmer General
Silo Erector
TV Service and Repair
Farm Hand--Livestock
Dairy Hand
Farm Equipment Repair
Butcher--Meats
Electrical Appliance Repair
Medical Technology
Gasoline Engine Repair
Production Machine Operator
Sheet Metal Worker
Upholsterer
Welder, Combination
Welding, Inspector
Woodworking, Millman
Wood Forming (Crafts)
Broom Maker (Ornamental)
Jiggerman (Pottery & Porcelain)
Salesperson
Dry Cleaner and Spotter

Basic-Remedial and Pre-Vocational

OJT Projects include training in:

Electronic Assembler
Tool and Die Maker
Assemblyman (Aircraft)
Sheet Metal Fabricating, Machine Operator
Bench and Jig Worker, Aircraft Assembler
Machinist (Apprenticeable)
Typist, Clerk Stenographer
Machine Operator, Production and Fabricator
Welder, Assemblers

These training programs were established in locations across Tennessee from Bristol to Memphis, and from Clarksville and Oneida to Chattanooga. Many projects were established in rural areas and small towns. In short each was placed where the employment market indicated a need for people trained to fill the demand.

Facilities

Institutional training programs generally have been established in schools or buildings provided by the local education system. In some cases a vacant shop was provided in an established school. In other instances, schools closed due to integration problems, have been made available as occupational training centers. A number of programs have been operated in the State Area Vocational-Technical Schools. Occasionally buildings unrelated to the school program have been rented, renovated, and refurnished by a local school system to suit MDT needs. One large city facility was established in a converted warehouse located near many of the homes of the group to be served.

All facilities have been carefully equipped to offer adequate and appropriate shop and/or laboratory situations comparable to those into which the trainee would enter employment.

Equipment

After studying the list of occupational offerings one can readily see the need for extensive equipment, both large and small elaborate and expensive machines, sensitive testing devices, a vast amount and varied kinds of hand tools, floor equipment, bench tools, and all the other components needed for instruction in each of these varied fields.

For example, a class in nursing requires elaborate and expensive charts on health, hygiene, and physiology of the body; beds; models of the human body and its various organs; and thermometers, plus other items. In addition, use of approved hospital facilities is required for practical application of the instruction.

A Woodworking (Millman) program needs the following: lathe, jointer, belt sanders, tilting arbor saw, band saw, drill press, mortiser, single end tenoner, belt and disc sanders, spindle shaper, router, radial saw, single surface planer, grinder, wood-working benches, vacuum air cleaner system, mitre box, plus all the necessary hand tools, miters, calipers, and other items of this nature.

Office occupations training programs require typewriters, both manual and electric; ten-key adding machines, full bank adding machines, transcribers with listening posts and head sets, calculators, photo copier, record player and records, overhead projector, filmstrip projector, mimeograph, mimeoscope, duplicator, and tape recorder, as well as workbooks, and texts.

The supportive Basic-Remedial Education classes use many audio-visual aids, as do the occupational instructors. These include tape recorder, record player, sound filmstrip projector, movie projector, overhead film projector, controlled reader,

math builder, tachistoscope (Tach-X) as well as many specialized math charts, devices, workbooks, and a library of adult education books to make learning easier. Learning stations equipped with head sets encourage individual instruction.

One could itemize equipment for each training program into a master list of massive proportions representing a vast outlay of money. Programs in the early days of MDT proved more costly than repeat programs due to the need of purchasing machinery and equipment to set up the original shops, classrooms, and laboratories.

As need for a specific training program declined in one locale and increased in another, equipment has been transferred and reused, after repair, if it was needed. As transfer of equipment increased in volume, a storage spot was required for items not currently used or needed, and the Area Vocational-Technical Schools kindly shared their warehouse with MDT.

Training in Private Schools

During the past couple of years, some training programs have been contracted to approved, established private schools. Schools interested in attempting such training submit bids for training. The bid includes tuition as well as cost of all needed texts, workbooks, equipment, uniforms, and any instruments, tools, or items required of all enrolled students. If the bid of a private school is lower than the estimated MDT training cost, and the training will be of satisfactory quality, a contract may be signed for the private school to do the occupational training. Supervision is continued by MDT personnel as a rule.

Summary

One can see from consideration of the training programs that they are complex indeed. Vast effort and sums of money have been expended to establish and operate them in the some forty to sixty Tennessee locations at which projects usually operate at any one time. That this is possible is due at least in part to a dedicated State MDT Staff which will be discussed in detail in the next chapter.

CHAPTER V.

STAFF

State Staff. Following passage of the ARA and MDT Acts in 1961, initial supervision of the Tennessee programs was assigned to Mr. Charlie M. Dunn, then Head State Supervisor of Trades and Industry. As the work load increased, in November, 1961, a secretary, Mrs. Bobbie Morgan, became the first employee assigned entirely to MDT duties. Soon needed was a supervisor of project development, and in September, 1962, Mr. Henry A. Kennon was employed in that capacity. Shortly thereafter, Mr. Charles R. Hale joined the staff to assist in project development also.

Work and detail increased so rapidly and demanded so much time that about a year later MDT became a separate component of Vocational Education with Mr. Kennon as Director, and Mr. Hale as Assistant Director. A fiscal office was established with Miss Ann Dunlap and Mr. William Proctor in charge of MDT accounting and disbursements

Since developing and establishing projects involved large amounts of equipment which had to be tagged and accounted for, an Equipment Supervisor, Mr. Fred Graves, became the next member to be added to the State MDT Staff. At about the same time, Mrs. Lorene Caplenor was employed as Basic Education Consultant. In this capacity, her broad background in the sale of audio-visual equipment enabled her to choose wisely the up-to-date equipment of this type needed for use in both occupational and basic education classes. Also about this time, Mr. Thurman Crim was employed as a Supervisor of Project Development.

With the inclusion of guidance as an integral part of the training project, a Supervisor of Guidance was essential. Mr. Jerry Gaither carried this responsibility for a few months over a year, and in the fall of 1966 was succeeded by Mr. Vernon Williams, who is the current Supervisor of Guidance and Counseling.

About the time the first Guidance supervisor was employed, a Supervisor of Project Evaluation, Mr. Lloyd Kuykendall, joined the Staff. When he transferred to another service area, he was succeeded by Mr. Albert Newall. However, following the demise of Mr. Fred Graves, Mr. Newall became Equipment Supervisor and continues to serve in that capacity at present.

In September, 1965, due to a pressing need for curriculum materials specifically planned to meet the need of MDT local staff members, a Curriculum Development Supervisor, Mrs. Frances S. McDonough, was added to the Staff.

About January 1, 1966, Mr. Carl Black became a second Project Development Supervisor and was assigned East Tennessee. Mr. Crim continued with project development also, but in West Tennessee. In the summer of 1966, Mr. James W. Wynn became Project Development Supervisor for East Tennessee, Mr. Crim continued his work in this field in West Tennessee, and Mr. Black was assigned Middle Tennessee plus general supervision of all project development in the State.

In the spring or summer of 1966, Mrs. Pauline Cole was employed as Statewide Supervisor of Basic Education. Also at this time, two teacher educators were added to the Staff, Mr. William Harrison, assigned to East Tennessee, and Mr. R. A. Phillips, to work in West Tennessee.

In July, 1967, due to the heavy workload, a second Supervisor was retained to assist Mrs. Cole who then became responsible for Basic Education supervision in East Tennessee only. Mr. John Brittle became Supervisor of Basic Education for West Tennessee.

In the spring of 1968, Mr. Charles Hale left the MDT organization and was succeeded by Mr. Carl Black and Mr. William Harrison as Co-assistant State MDT Directors.

All of these Staff members have worked as a team to improve MDT services and supervision. Much credit for the smooth, congenial working conditions should be given to Mr. Henry A. Kennon, State MDT Director, whose accessibility, wise counsel, and friendly leadership have made this situation a reality.

Local MDT Staff. Staffing of local facilities is the responsibility of the local contractual agency, which usually is the city, county, or metro education system. MDT basic education instructors usually are required to have certification in the subject area of math or English to comply with local regulations of the system. It would be desirable if these instructors also had had some experience in industry or business in order to understand better the goals and applications of the occupational training programs, but this is not always possible.

The occupational instructors usually are individuals well versed and with broad experience in the trade each teaches. They are expected to instruct trainees in a job-like manner following the most up-to-date commercial and industrial methods and procedures of work.

Local staff members soon learn to accept the trainee as he appears upon enrollment. Quickly apparent is the fact that each trainee presents separate problems and different points of instructional departure. For this reason, innovative methods are imperative.

Local instructors have the responsibility for holding and training the disadvantaged individuals referred to them. By actions and remarks, teachers encourage trainees to remain in the training program, and make the effort required to become reasonably proficient in the occupation being studied.

Experimenting with new ideas, trying out and developing unusual teaching aids, are assets in presenting course content. Flexibility proves the key which unlocks the mind and heart of the trainee and opens the mind to instruction. Local instructors bear the responsibility of putting across the training and should bear in mind that "if the trainee hasn't learned, the teacher hasn't taught."

Local supervision is the responsibility of the local director or supervisor. These individuals are assisted by various members of the State MDT Staff as needed.

State Staff Job Profiles

Adequate supervisory staff personnel have been needed to operate, maintain, expand and conduct all related training programs of the Manpower Development Training Section for Vocational-Technical Education. Duties of each staff member are as listed hereinafter.

Director: The director will be responsible for the successful operation of Manpower Development, Area Redevelopment, Multi-Occupational projects and other training related to these programs. These projects are to be conducted in accordance with State and Federal regulations.

Assistant Director: The assistant director will be responsible for the development, approval and operation of occupational training in conjunction with these Federal programs; and shall supervise equipment purchases, the maintenance of inventories and the record of same.

Supervisor of Project Development: The field supervisor will meet with the local and state advisory committees to assist in determining training projects. He shall assist the local school facilities to prepare a proposed training project, and shall meet with the Regional review team to obtain approval of the projects.

Inventory and Equipment Supervisor: He shall supervise and assist the local training facility in the purchase of equipment in accordance with the approved project; shall record and maintain an accurate record of all equipment as to location, cost, identity (Label or Marked), and condition, and other pertinent information; and shall make provision for the transfer or storage of equipment when the need for training ceases to exist.

Guidance Supervisor: The guidance supervisor shall devote most of the supervisory time to assist in establishing guidance procedures and skills, to impart knowledge to local guidance counselors assigned to Occupational Training Centers. He has some responsibility to other MDT and ARA projects which may present Guidance and Counseling problems.

Multi-Occupational Training Supervisor. He shall meet with the Department of Employment Security and local school representatives in determining the need and organization of centers; assist the local training facility in developing a proposed training project; assist in establishing and putting the project into operation; and assist in operating procedures if required. The major responsibility of the project will be released to the local facility as soon as it is in operation, thereby releasing the supervisor to assume responsibilities in conjunction with the next proposed center.

Teacher Education Supervisor: He shall survey, compile, establish, and maintain an active file for occupational instructors in relation to Area Redevelopment and Manpower Development Training programs; organize and conduct teacher training workshops as in-service for instructors and for potential instructors; supervise occupational instructor teaching techniques; and counsel with local directors in providing suggested teaching procedures for teacher assistance.

Curriculum Development Supervisor: She shall do research by collecting related materials and assemble into occupational categories; work with instructors, supervisors,

local directors and state personnel in determining needs for occupational survey materials; write and/or compose instructional materials as required; correlate materials and requirements with materials workshop; and cooperate with materials laboratory director in determining production of curriculum materials.

Basic Education Supervisor: He shall work with local education facilities in determining basic education requirements in communications and arithmetical calculations relating to the specific occupations; assist the curriculum supervisor to determine curriculum requirements and prepare instructional materials for various occupations under Manpower Development and Area Redevelopment Training; assist local basic education instructors in curriculum content and allocation of time study for each process; and work with Department of Employment Security to determine achievement level of trainees.

Supervisor of Accounts: This field supervisor is responsible for the accounting of funds for Manpower Development and Area Redevelopment training programs in accordance with State and Federal accounting procedures; assists the local training facility in setting up and maintaining accounting procedures; assists the local training facility in preparing requisitions for reimbursement; assists the local training facility in closing out and preparing final requisitions for training projects; and performs liaison duties between the state office and local training accounting office.

Consultant--Basic Education: She shall work with the local education facilities and the state project development supervisor to advise on programmed materials and the equipment required to provide an efficient and adequate training program; shall demonstrate, assist, and advise on the proper methods and use of programmed materials and equipment; shall demonstrate and assist the training facility to prepare transparencies and other visual aids for instructional purposes; and survey, compile, and distribute information regarding instructional materials for programmed instruction.

Supervisor--Project Evaluation: He shall meet with the local training director, or Superintendent, local supervisor, instructor and Regional Program Supervisor to review and evaluate the training project in accordance with an approved evaluation form, copies of which shall be distributed to the State MDT Office, local training facility, and the Regional Program Supervisor. The evaluation shall include a summary which may be used to assist in developing requests for repeat training programs. The evaluation shall be made at least once during the operation of the training program, with a second and third project evaluation being made when necessary or when time will permit in order to insure a more adequate and valid report.

Senior Stenographer: She shall work under the direction of one director, administrator, or supervisor in performing the duties and responsibilities regularly assigned to the specific assignment; shall receive telephone calls, type letters and other correspondence; type, prepare and assemble pamphlets, projects, reports, and other instructional materials as required; cut stencils, operate duplicating equipment; file and maintain a record of classified and non-classified material; and incidentally perform other duties relating to MDT programs.

Account Clerk: She shall prepare accounting records for approved and funded MDT projects, check all entries and balances on requisition for reimbursement forms to

determine their accuracy, classification, and proper signatures; prepare reports of budget revisions, adjusted budgets, actual budget expenditures; prepare disbursement vouchers and transmit same for warrants to be issued; prepare worksheets for completed MDT projects and route an information copy to the State Comptroller's Office for auditing purposes; and prepare a work program budget for the State administration of MDT programs.

Junior Accountant Clerk: She shall perform clerical-accounting tasks involved in processing monthly requisitions for reimbursement of expenditures incurred by local school systems in operation of Area Redevelopment and Manpower Development Training; check expenditures for salaries, supplies, supervision, fixed charges, maintenance, equipment and other costs against invoices to determine accuracy; record expenditures and maintain ledger according to approved projects; prepare and type budget revisions, amendments, and actual expenditures in accordance with regulations pertaining thereto; and perform other duties as may be required.

Summary

On both State and local levels, MDT in Tennessee has been fortunate to have dedicated instructors, supervisors, and professional staff personnel. Willingness to experiment, to be innovative, and to place the trainee first have characterized these individuals, and made possible much of the progress attributed to Manpower Development Training.

CHAPTER VI.

SUPERVISION AND INSTRUCTIONAL ASSISTANCE

Supervision and instructional assistance have been projected along the guidelines set forth in the job profiles mentioned earlier, but naturally the background, training, and personality of the supervisor colors the offerings of each to local personnel. Nevertheless, certain factors are common to all, for each is charged with the responsibility to improve instruction and to smooth the path of the instructor and administrators.

The supervisor is knowledgeable about the project, its background, and local supervision, and is acquainted with the problems with which he probably will be confronted. Among other things, he is concerned about the development of a course outline, the use of lesson plans, the integration of visual aids into the teaching program, the rapport achieved between instructor and trainee, the inclusion of suitable related materials, trainee attitudes, safety, the class and shop organization, and whether productive work is being accomplished.

To assist the State Supervisors in offering skillful assistance to instructors, the MDT Staff has been fortunate to participate in a weeklong leadership and supervisory training program taught by Mr. John Judd of the Trade and Industrial Section of Vocational-Technical Education. The stimulating discussion provided a reinforcement of interest in many instructional problems and established the basics which are the foundation of supervision.

Though the supervisor must be aware of the limitations of any training program, he must also be aware of the broad dimension possible to achieve through inspired instruction. He is responsible for helping the instructors to realize this breadth of vision also, so that each may recognize and accept the conceptual changes so needed and so much a part of the MDT programs.

In short, supervision is provided to improve the quality of training, to strengthen all manpower services and their relevance to the needs of the trainees. Because MDT has taken on the job of training for skill development where other more conventional educational efforts sometimes have failed, supervision is even more important if enrollees are to be changed into employable individuals.

Supervision is complicated by the high rate of staff turnover on the local level. Frequent change in local personnel is due to lack of project continuity, for it is readily noticeable that a higher rate of personnel retention prevails in annually funded programs. Supervisory assistance offered over a period of several years to the same instructors builds up into better understanding of MDT goals and the methodology found successful in teaching hard-core unemployed and severely handicapped individuals. No one can blame instructors for seeking the security of more permanent employment than is offered by many local projects, but supervisory duties and problems are compounded by the constant turnover in personnel.

Supervisors find it necessary to orient new personnel to the special approaches required in instructing the sub-employed. Services must be built around the job and job training, and related to it. Especially this is true of basic-remedial education, related instruction, and allied pre-employment training.

Instructors are helped by supervisors to strike a spark of interest the first day, and to offer each trainee opportunity for quick success to demonstrate that he need not fail--rather that he is expected to succeed. This early interest and success provide a foundation stone upon which instructors build to bring about the later development needed to produce employable individuals. Specifically, manpower policies and concepts which attempt to solve the social and economic problems of the unemployed and disadvantaged people, must be understood by all staff members if goals are met. This, too, is part of the supervisory responsibility.

Individual Supervisory Responsibilities and Accomplishments

Mention of some kinds of assistance offered by specific supervisors may be enlightening. The Project Development Supervisors assist not only in development of the project for review and approval, but also smooth the path of the local directors and supervisors as to opening dates (revision if necessary), purchase and/or transfer of equipment, budget problems and amendment, and serve as liaison between local, state, and regional offices.

The Equipment Supervisor has all the responsibility for MDT-RAR equipment. Responsibility for equipment begins with need, or what is required, is assumed from the time specifications are written, and continues as the item is installed, inventoried, operated, maintained, becomes obsolete, worn out, removed or salvaged.

Equipment selection is determined and justified by the instructional needs of the training program, and is based on (1) skills, methods, and procedures to be taught; (2) information, knowledge, and attitudes to be developed; (3) quantitative and qualitative standards to be achieved; (4) trade requirements; (5) economy and performance; and (6) safety.

Procurement of equipment follows its selection, and is based on written specifications. Desirable specifications involve (1) a clear, comprehensive description of the item without listing a brand or trade name if possible; (2) sufficient breadth to permit bidding by several suppliers; (3) conforming to legal aspects of specification writing; and (4) getting a firm delivery date before the program is half completed. Only items, in kind and number found in the project list, may be purchased.

The Equipment Supervisor aids the local supervisor in these efforts. In addition, he maintains the State master inventory list, tags or marks equipment, and also advises and assists the local supervisor in compiling an accurate local inventory of all items. Prior to project opening, or as soon thereafter as possible, he transfers into a project needed equipment from closed programs or from the warehouse if it is available. When used equipment requires repair, the Equipment Supervisor working with the Project Developers helps to arrange restorative correction to return equipment to usable condition. Sometimes project budget amendment is necessary to

provide funds needed for such repair.

The Supervisor of Accounting visits the project before it opens or early in its operation to assist the local accountant in setting up books in accordance with MDT and Federal guidelines. He informs local personnel in regard to payment of bills and submission of bills to the State MDT fiscal office, as well as allowable purchase and delivery dates of new equipment, texts, workbooks, and other items of this nature. He informs local directors and accounting personnel in regard to submission of reimbursements for expenditures, with emphasis centered on the need for accurate and complete invoicing as well as on taking of discounts on purchases. He provides clarification as to the employee's share of employee benefits, and in regard to rent, major and minor equipment purchases, and preparation of inventory cards for major equipment. He advises that purchases can be undertaken only after the project begins and invoicing dates must be prior to project phase-out. After final requests for reimbursement are made at project termination, the State Supervisor of Accounts checks and signs same.

From this discussion it is readily discernible that only through a close meshing of effort and supervision by the Supervisors of Project Development, Equipment, and Accounts, can all this be accomplished. Also cooperating closely in this effort are the Consultant and the Supervisors of Basic-Remedial Education since they advise on the selection and use of materials and audio-visual equipment and the related films and filmstrips.

The Basic-Remedial Education Consultant, in addition to serving in an advisory capacity for the selection of these items, may also instruct teachers in the effective use and operation of audio-visual equipment, the planning and making of transparencies, and procurement of supplies for creative development of adult training needs for a particular occupation.

The Basic-Remedial Education Consultant, in cooperation and with the permission of the Equipment Supervisor and Project Development Supervisor, plans and implements transfer of audio-visual equipment and related materials from closed projects or from the storage pool to needy or newly opened projects.

The Basic-Remedial Education Supervisors for the most part work on a one-to-one basis with local instructors in an effort to improve instruction in math and communications. This effort may involve selection and/or creative development of suitable materials for class presentation, or it may include teaching a class to demonstrate methodology, psychological approach, or a new conceptual phase of instruction. It may be an attempt to help develop lesson plans, instruction and/or assignment sheets in an effort to provide better use of class time and plan for the individual instruction so needed in teaching the disadvantaged.

Advice in regard to selection and purchase of suitable instructional supplies for Basic-Remedial Education classes usually is offered by the State supervisors in the period between project approval and the date of project opening. This encourages the early arrival of needed texts and workbooks, and discourages an interim period during which the instructor may have to improvise instructional materials for the trainees.

The State Supervisor of Guidance and Counseling recommends the selection of local guidance personnel and advises and assists these individuals in setting up trainee records, and in planning, implementing, and evaluating the testing program. Often he may serve as a trouble-shooter or liaison in problems arising between trainee, instructor, and administrator. At times when cases arise about which the local Guidance Supervisor may find it difficult to be objective, the State Supervisor upon request may proceed with individual counseling to solve the problem. Occasionally instructors request assistance on personal problems of their own and here too all possible assistance is willingly given.

Prevention and follow-up of dropouts is another problem area which concerns the MDT Supervisor of Guidance. He encourages instructors and counselors to aid trainees in early adaptation to the training situation through helping them solve their multiple problems which may be medical, economic, social, or cultural. Since communication between counselors and other local staff members has been a continuing problem, the Guidance Supervisor often assists in pre-opening faculty orientation periods to develop better understanding of their mutual trainee problems and interests. By clarifying the counselor's role in MDT he helps each one accommodate and integrate his phase of work with the others. Through understanding of each one's role comes more willing cooperation. In the orientation period guidance is explained as transmission of advice from an informed person to an uninformed person. Such advice should be logical, positive, and presented in a manner so as to insure communication between the giver and the recipient. Counseling differs somewhat in that it should be considered a specific service to aid or guide an individual toward better understanding of himself, his abilities, and how these relate to the world in which he lives. Basic Christianity, psychological training, and previous occupational experience help the counselor do an effective job with individuals and with groups. Understanding the function of guidance and counseling encourages the needed cooperation of all concerned.

Collection of cumulative data in regard to cause and number of dropouts, placement, and follow-up has been one major interest of the Guidance Supervisor as an added means of evaluating the success of the training program. Due to variation in statistical procedures and record-keeping locally, difficulty has been experienced in assembling valid data statewide. A current goal is increased standardization of recording and reporting procedures by local counselors and project administrators.

This needed procedure just outlined also has proven to be a concern of the Supervisor of Project Evaluation, whose chief duty is to measure the effectiveness of the MDT program. Standardized statewide evaluative reports would make possible at any given time nearly any kind of cumulative data required for comparative purposes, both in-state and out. It has been felt that better, more consistent evaluation encourages improved placement also.

The Evaluation Supervisor has based evaluative reports upon at least three visits to each project. Such visits were spaced soon after project opening, in the mid-period of operation, and near the closing date. Problems and progress were reported in a brief one-page non-statistical format developed by the Supervisor. These reports were distributed to each of the State MDT Staff as a matter of information, and proved

useful, interesting, and timely.

Until the late summer of 1966, the State Supervisor of Curriculum Development did some work both with individual instructors and in orientation programs in an attempt to assist with program planning, development of course outlines, lesson plans, and instruction sheets. However, since her principal duty involved development of curriculum materials and writing of handbooks, conference reports, and various other related materials needed for instructor use, time did not permit as much individual work with instructors as was desirable.

Initially, in the fall of 1965, the Curriculum Development Supervisor evolved a standardized format for use in development of course of study guides in varied MDT subject matter areas. Then reading and research in an occupation were formulated into a tentative outline covering the major blocks of learning. At this point, the Supervisor proceeded to work on a one-to-one basis with competent instructors of that occupation to arrange sequentially the learning blocks as taught by the tradesman, and to expand each into a detailed outline of course content. Time allotments and methods of instruction were designated, though these as well as sequence of content were left flexible enough for each instructor to arrange as he might desire. In each course of study guide an appendix included a glossary of trade terms for the occupation, suggested references, lists of films and filmstrips, usable forms, and other pertinent addenda.

After the initial course of study guide was corrected and typed, it was field-checked by other MDT instructors in that occupation across the State. Corrections and additions were made, and review of the work was continued by the MDT State Director, Assistant Director, State Staff members knowledgeable in that field, and by the Head State Supervisor of the subject area involved. When approved by all these people, the guide was submitted to the Curriculum Laboratory for printing.

By following this procedure, twenty-two separate volumes of curriculum materials were produced from September, 1965, to November 1, 1968. Since that time one additional volume has been submitted for printing.

Distribution of curriculum materials has been statewide to MDT personnel of course, and to various individuals in other service areas of the state Vocational-Technical Division. Upon request of the Regional Office, USOE, in Atlanta, distribution was expanded to the other five states of the region plus the states of Kentucky, Virginia, and North Carolina. Requests for books have been numerous. In the fall of 1968, the Tennessee MDT Basic-Remedial Education Handbook was distributed nation-wide, and requests for large quantities of this book arrive frequently.

The following statistical summary lists all books by code, name, and date of publication, and shows the number printed and distributed. The Occupational Instructor's Handbook herein listed was not developed by the Curriculum Development Supervisor, and will be discussed in the section following the statistical summary.

STATISTICAL SUMMARY
OF
PRINTING AND DISTRIBUTION OF TENNESSEE MDT CURRICULUM MATERIALS

TABLE I.
BOOKS DEVELOPED AND PRINTED:

CODE NO.	DATE OF PUBLICATION	NAME OF BOOK	NUMBER PRINTED	NUMBER DISTRIBUTED
012-00001	March, 1966	Power Saw Man	250	216
012-00002	March, 1966	Curriculum Building	425	425
012-00003	April, 1966	Woodworking Machine Operator	500	330
012-00004	April, 1966	Woodworking (Millman)	500	325
012-00005	April, 1966	Electronic Mechanic	500	374
012-00006	April, 1966	Welder Combination	500	400
012-00007	April, 1966	Upholsterer	500	370
012-00008	April, 1966	Machinist	500	349
012-00009	Aug., 1966	Auto Mechanics	500	378
012-00010	Oct., 1966	MDT Training Conference for Improvement of Instruction	300	296
012-00011		MDT Handbook for Instructors		
	Nov., 1966	First Edition	750	750
	March, 1967	Second Edition	1,000	76
012-00012		Guidance Handbook		
	Dec., 1966	First Edition	350	350
	Jan., 1967	Second Edition	1,000	174
012-00013	Jan., 1967	Cook (Hotel and Restaurant) (Entry)	550	326
012-00014	Jan., 1967	Farmer General	750	684
012-00015	March, 1967	Auto Service Mechanic	400	212
012-00016	March, 1967	Auto Service Station Attendant	350	224
012-00017	April, 1967	Waiter, (Waiter-Waitress) (Food Service)	350	252
012-00022	Oct., 1967	A Carnival of Ideas for Improvement of Instruction	300	253
012-00023	Jan., 1968	Basic Remedial Handbook	10,000	1,542
012-00024	March, 1968	Auto Body Repairman	500	179
012-00025	March, 1968	Electric Appliance Repairman	500	218
012-00026	Sept., 1968	Occupational Instructor's Handbook	500	282
		TOTAL BOOKS TO NOVEMBER 1, 1968 =	21,575	
		*TOTAL BOOKS DISTRIBUTED TO JANUARY 1, 1969 =		8,985

*Books were distributed to all 50 states and to American Samoa, Phillipine Islands, Guam, Puerto Rico, Saipan, Virgin Islands, and Canada.

As mentioned earlier, there is close coordination of effort to assist instructors to improve instruction. The Teacher Educators especially are charged with this responsibility through teacher training.

MDT instructors are competent in the skills they teach, but many need assistance in learning how to organize and impart that knowledge. This is especially true because of many difficult problems associated with understanding the disadvantaged, the unemployed adults, and the persons with special needs who compose the trainee group. The able craftsman through teacher training learns to recognize and use the many methods and techniques of teaching required for successful instruction so that he will perform in certain ways to help the trainee learn.

The two MDT Teachers Educators conduct pre-service orientation sessions with new instructors, in-service training for all instructors, and work continually with individual instructors to improve instruction. The MDT teacher education program has been conducted on an itinerant basis throughout the State thus taking methods and procedures to the instructors instead of requiring their attendance at large group sessions. In MDT this latter is difficult to arrange due to the different funding and opening dates of projects.

Teacher training in-service sessions extended over a ten week period, two hours a week in a given location. Typical subject matter covered included such topics as (1) History and Philosophy of Vocational Education; (2) The Learning Process; (3) Methods of Instruction; (4) the Four-Step Method; (5) Motivation of Learners; (6) Responsibilities of Instructors; (7) Planning for Instruction; (8) Development of Instructional Materials; (9) Shop Organization and Management; and (10) Individual Instruction. A second ten-hour instructional program also was planned and implemented.

Experience gained through the first months of MDT Teacher Education work showed a real need by the instructors for a handbook incorporating information to consolidate learning during the two ten-week training programs. As a result the two Teacher Educators assembled, compiled, and edited materials, methods, and procedures into the Occupational Instructor's Handbook printed in September, 1968. It has already proven its usefulness to MDT instructors and staff, and is being widely distributed upon request.

A review of specific responsibilities and accomplishments of professional staff members cannot be complete without a tribute to the leadership, guidance, and wise administration of the MDT program by the State Director and his Assistant Directors.

Further effort to improve instruction in MDT programs took the form of an annual week-long in-service training conference for all personnel statewide. The first conference held in June, 1966, in Murfreesboro, Tennessee, proved so successful that a second was held in Cookeville, Tennessee, in June, 1967. This conference with its carnival theme demonstrated that the unusual approach motivates even the instructor who has been bored with the staid, more conventional presentation. June, 1968, brought a shortened day and a half MDT in-service program as part of a week-long statewide conference of all Vocational-Technical Education personnel on the campus of the University of Tennessee at Knoxville.

Somewhat detailed consideration of "Supervision and Instructional Assistance", the topic of this chapter, points out that among the State MDT Staff there is a correlation and intermeshing of effort. There is some overlapping of responsibilities as well. For example, every supervisor is charged with emphasizing safety, recognizing and calling attention to safety hazards, encouraging the use of safety glasses, observance of all safety rules and safeguards, and good housekeeping procedures.

State MDT supervisors also have concern for shop organization and management. This centers around such topics as a time table, assignment charts, progress charts, correlation of occupational training with basic education, assignment of work stations, instructor leadership, tool room organization and management, and shop arrangement. As any supervisor notices need for assistance in these areas, help is offered.

From time to time, MDT Supervisors travel to out-of-state conferences, workshops, or in-service programs. Such trips are in the interest of progress and assist in keeping all staff members up-to-date and apprised of new developments legislatively and educationally with particular regard to the group served by MDT programs.

Thus it is easy to see that though each State MDT supervisor has many specialized responsibilities, all have many supervisory duties in common. Unity of purpose is the guiding principle which works toward desirable supervision for improvement of instruction and welds the supervisory group together.

CHAPTER VII.

PROGRAM EVALUATION

Garth L. Mangum, of George Washington University, in his book, Contributions and Costs of Manpower Development and Training, which is a joint publication of the Institute of Labor and Industrial Relations, and the National Manpower Policy Task Force, states, "The Manpower Development and Training Act (MDTA) was the second (after the Area Redevelopment Administration) of the long line of work and training programs launched during the 1960's and the first to survive the test of continued public support." This statement is as true today as when written in 1967. Success of the program stems in part from the fact that it was the product of bipartison support in Congress which allowed it to change and adapt to economic variations and the developing needs of the group served.

Evaluation of MDTA is difficult, partly because of its magnitude and diversity, but even more so because some early goals were not definitive, and there was a loss of consistency between the goals and action on them. Though superior to some other similar programs, early guidelines failed to set forth specifics in regard to record-keeping of a kind to produce valid evaluative data.

Any evaluation of program success must be examined in the light of the goals. Since the beginning of MDT in 1961, these have changed according to need, and to the present time have evolved into cumulative objectives as follows. The MDTA programs have as major goals expediting employment of the unemployed, underemployed, and disadvantaged through skill training to meet labor shortages and to upgrade the labor force. Lateral and resultant objectives have been the reduction of poverty of those trained, a lessening of inflationary pressures for this group, and long-range reduction of citizen-borne costs due to their employment rather than dependence upon Federally maintained social programs.

It would seem that the best test of success of the MDT program is the employability rate of those trained. To consider success from this standpoint it must be pointed out that employment is of two kinds: (1) training-related; and (2) non-training related. Assumed is that enrollment in the training program enhances the availability and desirability of the enrollee even though he may drop out of the program, or be an early completer of the training. MDT personnel long have maintained that many who dropped out to take employment should be counted as program successes, not failures, especially when their employment was training-related. In such cases they believe that the training raised the individuals to adequate skill levels before graduation, and this conviction has merit.

In early MDT programs, it was discovered that training methods assumed a level of educational competence not possessed by enrollees, making it difficult and/or impossible for them to progress adequately. Reference here is to lack of basic education skills. On the national level, the 1963 Amendment made possible the inclusion of a twenty-week period to provide for basic education training. Techniques and materials were limited particularly on the adult basic education level and hindered inclusion of

this phase of the training.

The MDT Director and staff in Tennessee identified this problem at an early date. It is thought that Tennessee was the first State to include basic-remedial education as an integral part of the training, and certainly was the first State in the Southeastern Region to include it. A guidance program, also probably the first in the Southeastern region, was instituted about the same time, as was an intensive effort to develop the needed specialized curriculum materials. These attempts toward broader, more adequate training enabled the enrollment and success of the disadvantaged, even the hard-core or severely disadvantaged.

As stated earlier, the crucial test of training success is the extent to which these people became employed after the instructional period. In Tennessee, for the 15,813 enrolled since the inception of MDT to July 1, 1968, figures show a placement estimate of 73% in jobs directly related to the occupational training and 12% in non-related jobs, or a total of 85% placement. Thus as far as immediate placement was concerned, some 2,472 enrollees either dropped out too early to benefit from the training, or were unemployable for such other reasons as conflict with law and order, health and attitudinal problems, lack of interest, or family problems.

Throughout Tennessee, some facility directors have kept even more detailed data than was required, and have provided and recorded information on a six-month post-placement follow up of all enrollees. As a sampling to evaluate the success of MDT, data is included here on a typical Tennessee MDT Center which has been in continuous operation from October, 1963, to the present time. (See table on Reason for Dropout, page 43).

This center is representative, since it is located in a town which is the midpoint of several counties containing a large number of disadvantaged individuals, is near a large industrial area, and though classed as a rural community, is so located as to have easy access to urban advantages. The center also is typical in that its sixteen (16) projects of nineteen (19) classes have consisted of three (3) RAR, one (1) OJT, and twelve (12) MDT programs. The trainee population was average, neither better nor worse than that of other training facilities. A strong guidance and basic-remedial education program complemented the occupational training which was in the following job categories: licensed practical nurse, clerk stenographer, millman (woodworking), practical nurse, auto body repairman, secretary, clerk (general office), key-punch duplicator, electronic assembler and automobile mechanic.

Several training programs showed 100% placement, notably these: project #209, Practical Nurse; #238, Clerk Stenographer, Section II; R 5022, Clerk Stenographer; R 5041, Practical Nurse; R 6040, Auto Mechanic; R 6041, Auto Body Repairman; and R 6056, Millman Woodworking. Admittedly this perfect placement is due partially to the strong demand for these trainees in the labor market, and partly to the higher educational requirements and the more careful screening, testing, and evaluation required of trainees entering some of these occupations.

However, of the four hundred and twenty-seven (427) enrollees in the sixteen (16) projects, three hundred and nine (309) or 72% found employment. On the other hand, of the three hundred and fifteen (315) who completed the training, two hundred and seventy (270) or 86% found employment.

Now what of those who failed to complete the training--the one hundred and twelve (112) dropouts. Of these, thirty-nine (39) or 35% found employment. A table showing reasons for dropout follows:

CUMULATIVE DATA ON DROPOUTS FROM COMPLETED PROJECTS
A SAMPLING FROM ONE TRAINING FACILITY
FOR THE PERIOD OCTOBER, 1963 THROUGH JULY 1, 1968

Project Number	REASON FOR DROPOUT													
	Lack of Progress	Illness of Self	Not Suited to Occ.	Poor Attendance	Moved from Area	Transfer to Another Occ. Trg. Program	Care of Family; Illness of Family	Deceased	Dropped Without Notice	Pregnant	Lost Interest	Misconduct	Found Employment	Number of Dropouts
209		2												2
238 - Sec. I				2	1	1	2		1					7
Sec. II	1		2			1	1		2				1	8
R-5022	2		1							1			2	6
R-5029 - Sec. I									1			3	5	9
Sec. II	2			2									1	5
R-5041	1													1
R-6040				1			1						4	6
R-6041		1		1					2				4	8
R-6042					2	1	1							4
R-6056	1			1	1		1				1		7	12
R-5625	2								3				3	8
R-5628		1			1	3								5
A-5276 - Sec. I													1	1
Sec. II					1		1							2
OJT-45-7-3018.000														0
R-7011		2											1	3
A-7127				1				1	4		2		3	11
A-7126	2								4		1		7	14
	11	6	3	8	6	6	7	1	17	1	4	3	39	112

Total Enrolled In Listed Projects . . . . ---- 427 ---- Of These, 309 Found Employment ---- 72%
Total Completions . . . . . ---- 315 ---- Of These, 270 Found Employment ---- 86%
Total Dropped . . . . . ---- 112 ---- Of These, 39 Found Employment ---- 35%

Using this table as an evaluative device to judge the effectiveness of the training from the various categories which are reasons for dropouts, we can reach the following conclusions.

Lack of progress, poor attendance, and loss of interest on the part of the trainee could be attributed to factors relating to: (1) problems involved in testing, screening, and referral; (2) the intransient factors which relate to trainee inability to pinpoint occupational interest; (3) attitudinal resistance by trainee to instruction, guidance, and supervision; (4) effectiveness of supervisor, counselor, and instructors; (5) trainee background and basic aptitudes which vary according to different occupations; (6) lack of emotional stability due to inability to cope with varied home problems such as divorce, separation, financial stress, emotional strain and/or instability, and care and/or illness of children; and (7) transportation problems of commuting trainees. All of these factors are reflected in poor attendance with resultant loss of interest and lack of progress in the training program.

Illness of self, care of family, or illness of family, and pregnancy are factors difficult to overcome as reasons for leaving the training program. Early counseling on, and early recognition of health problems might help prevent the degree of illness which causes the trainee to drop out. Referral for medical assistance through the Health Department, Vocational Rehabilitation, and/or other agencies, and a health unit in the orientation or pre-vocational training period should prove helpful. The latter and individual counseling also might improve mental health enough to prevent trainee suicide which occurred in this project and occasionally in projects throughout the State.

Not suited to occupation, and transfer to another occupational training program are reasons for dropout indicative of the lack of direction which characterizes many MDT enrollees. After Employment Security testing and screening, and continued testing, counseling, and evaluation within the program as it progresses, some trainees realize they are either misplaced in a given occupational training program, or are not interested in it. As a result some drop out, while others request transfer to another training program more suited to their needs and interests.

Moving from the area as a reason for dropout is indicative of an outside factor which may affect the trainee. The training facility recognizes this factor as an area where the trainee may make independent decisions beyond the realm of influence by instructors, counselors, or administrators.

Dropped without notice, and misconduct are grouped as a major reason for dropout. Those in the former category have never learned to recognize any obligation to others while those in the latter group have failed to recognize a need for discipline and for conforming to the rules and regulations which govern not only the training facility population but all citizens.

Of the thirty-nine (39) dropouts who found employment before completion of the project, eight (8) remained in the training programs less than three (3) weeks, and it can be assumed that the orientation and instruction had little or no effect on trainee employability. Some of these through influence of family members or others were encouraged to drop the training to earn a slightly larger wage than the training allowance provided at that time.

The remaining thirty-one (31) dropouts (not counted as early completions), who found employment remained in the training program a sufficiently long period of time to gain some skills, to increase basic education levels to some extent, to develop some attitudinal changes, to understand the requirements of the world of work, and to develop a desire to become active participants in the economic well-being of the community. Thus gains have been made both in the training-related and non-training-related employability level of these individuals even though they failed to remain for the duration of the training program.

Since one of the criteria for success of MDT training is employability, these trainees reached this goal, especially since the majority entered training-related employment.

The conclusion can be reached also that the training effort adds to the total supply of available skills contributing to the overall upgrading of trainees depending upon the relevance and durability of those skills. Generally, the institutional programs provide a broader skill content than OJT, as is necessitated by a more disadvantaged trainee usually. Including basic-remedial education in the program has proven a significant upgrading factor and may be needed to an even greater extent as less well prepared individuals enroll in training programs.

An evaluation of MDT would be incomplete without mention of some contributions not so closely linked to the trainee and the training program. Due to Federal guidelines for implementation of MDT, vocational educators and the Employment Service have worked cooperatively for the success of MDT, and for the good of a segment of the population little acknowledged or aided by them heretofore.

MDT has brought to Vocational Education a new outlook, a new and enlarged emphasis on occupational training, conceptual changes, and instructional innovations helpful to both. MDT demonstrated that more leisurely, conventional periods and patterns of training, though basic, were passe when the objective was to minimize the training period to get the trainee employed and earning as soon as possible.

Another concept was discarded when MDT demonstrated that trainees of many educational levels could be trained successfully in the same class. For these heterogeneous groups, individual and individualized instruction proved the answer, and demonstrated to all that this was a successful approach for instructing mixed groups seeking the same occupational training.

Many MDT instructors, freed from traditional instructional restraints, became innovative even to the point of developing a modular approach to training. This enabled enrollees to enter training at points other than only the beginning of the program. Several goals in one occupational training program also provided some trainees with exit points and job prospects not available otherwise.

These contributions to vocational education, though perhaps not widely adknowledged or accepted as yet, may eventually become integral features of most occupational training. The impact of these innovations and changes may be felt in months to come as their value continues to be proven.

One should recognize the fact that MDT by its very nature is remedial--that is, its objectives have been to train and retrain those beyond reach of the established educational system, those in or about to be in the labor market, and those unable to obtain employment. MDT emphasis has been on the individual and his problems--the displaced, the untrained, the undereducated, the needy older adult, dropouts, and the disadvantaged--more than on the needs of the economy as a whole. Programs involving these people in the long run upgrade the labor force, improve the labor market, and improve the economy. For those who are motivated and willing to learn and work, but are lacking skills, MDT has been effective.

The future of MDT would seem to be bright. On the local and State levels feeling is general that MDT could be increased with profit to all concerned. Increased continuity of programs through annualized funding, and/or project centers, would facilitate training, decrease costs, and encourage stability of local staffing. MDT has been and should continue to be a profitable public investment in the lives of needy people.

Edited and Published by
Vocational Curriculum Laboratory
Box 1114
Murfreesboro, Tennessee 37130